

Emergency Support Function #16 Donations and Volunteer Management

Primary District Agency: Serve DC

Support District Agencies: DC Public Schools
Department of Corrections
Department of Employment Services
Department of Health
Department of Human Services
Department of Mental Health
Department of Parks and Recreation
Department of Public Works
Emergency Management Agency
Executive Office of the Mayor
Fire and Emergency Medical Services Department
Metropolitan Police Department
Office of Communications
Office of Property Management
Office of the Chief Technology Officer

Non-Governmental Organizations:

Adventist Community Service
American Red Cross, Headquarters
American Red Cross, National Capital Chapter
Capitol Area Food Banks
Catholic Charities, USA
Church World Services
Consortium of Universities
DC Volunteer Organizations Active in Disasters
DC Vision
Greater DC Cares
Humane Society
Local and Community Organizations
Lutheran Social Services
Mennonite Disaster Services
National Catholic Disaster Relief Committee
National Organization of Victims Assistance
Salvation Army
Southern Baptist Disaster Relief
University of the District of Columbia
Volunteers of America
Other Disaster Relief Agencies

Primary Federal Agency: Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency

Other Federal Support Organization: District of Columbia National Guard

I. Introduction

A. Purpose

ESF #16—Donations and Volunteer Management provides guidance on the District's role in donations management in a public emergency and establishes a consistent framework for coordinating with volunteer organizations supporting a response. Any reference to donated goods and services in this annex means unsolicited goods and unaffiliated volunteer services. This plan does not affect the established procedures of voluntary agencies regarding their respective procedures for solicited goods and services. The procedures outlined are for the coordination, acceptance, control, receipt, storage, distribution, and disposal of donation management responsibilities.

ESF #16 outlines a donations management program for the District, which can be implemented for large-scale, high-visibility disasters, or for smaller-scale disasters, which may also generate a flow of unsolicited donated goods and volunteer services. It strives to adhere to the National Donations Management Strategy as outlined in the National Response Plan.

ESF #16 is the primary District agency that strengthens and promotes volunteer activities through the application of three focus areas: partnerships, national service, and volunteerism. Volunteer programs include the Citizen Corps, AmeriCorps, and Learn and Serve Homeland Security.

B. Scope

This guidance applies to all agencies, organizations, and personnel with direct and indirect donations management responsibilities under the District Response Plan (DRP).

II. Policies

- A. Full use of existing voluntary organization donations systems is encouraged before the assistance of the federal or District governments is sought.

- B. The District government looks principally to those voluntary organizations with established donation management structures already in place to receive and deliver appropriate donated goods to emergency victims.
- C. Necessary response activities for donations management that may be undertaken by Serve DC before a Mayoral or Presidential Declaration will be closely coordinated with other District officials, the DC Emergency Management Agency (EMA), and appropriate volunteer agency representatives.
- D. The District government encourages donors interested in making financial contributions and/or volunteering their personal services to affiliate with a recognized nonprofit voluntary organization to facilitate their involvement in public emergency relief activities.

III. Situation

A. Disaster Condition

The donation management coordination program for the District will be implemented once it is determined that the public emergency is of such magnitude or is receiving such high-media attention that donations management at the District level is needed.

B. Planning Assumptions

1. Donations management response activities may be necessary before a public emergency declaration, and hence, require rapid coordination to mitigate potential donations problems in the response phase of disaster operations.
2. In the event of a public emergency causing large-scale loss of life and destruction of property, donors will offer assistance of virtually any kind, including cash, goods, equipment and loan of equipment, and the services of individuals.
3. Offers of assistance will be made directly to all levels of government—federal and District—as well as to voluntary organizations.
4. In less-than-large-scale or “high-visibility” public emergencies, donations management will be handled by voluntary organizations with or without federal or District involvement.
5. Certain key preparedness steps are critical for the successful implementation of this ESF. Those steps include:
 - a. Training of participating organizations.

- b. Donations management exercises.
 - c. Public education including the widespread dissemination of the Donations Management Brochure L-217 (English and Spanish versions).
 - d. After-action briefings on donations management operations.
6. Lack of a management system for donated goods and volunteer services may easily result in further chaos and confusion in response and recovery operations. Unsolicited shipments of donated goods and large numbers of unaffiliated volunteers may interfere and impede critical disaster response and recovery operations.

IV. Concept of Operations

A. General

1. Serve DC will serve as the primary agency for managing donations during a public emergency. Management of donations requires a coordinated effort by all involved government entities, voluntary and community-based organizations, the business sector, and the media.
2. Serve DC will coordinate the establishment of the Donations Coordination Hotline where offers are taken and processed by an experienced Donations Coordination Team (DCT) able to negotiate with the donors regarding shipping, receiving, and distribution.
3. The Serve DC Donations Coordinator works closely with voluntary organizations and agencies to form the DCT. The Donations Coordinator, in conjunction with voluntary organization partners and the DCT, is in charge of developing donations management plans and managing the flow of goods and services during public emergency response and recovery operations.
4. Serve DC coordinating activities may include:
 - Enhancing voluntary organization coordination;
 - Assisting in establishing a DCT and Donations Coordination Center(s);
 - Securing District warehouse spaces, points of entry, and checkpoints through OPM.
 - Providing technical and managerial support, (excluding solicitation of donations to non-District government organizations);
 - Establishing a network of information and contacts to assist donations specialists in the field;
 - Providing donations management communications support as necessary, (excluding solicitation of donations to non-District government organizations);

- Making early contact with the key Donations Coordinators of the national voluntary organizations for donations situation assessment;
- Working through ESF #15 (Media Relations) in coordinating community committees that provide service to Serve DC by disseminating information to District residents;
- Based on the affected community's request for assistance and needs, providing donations program guidance, a Donations Coordinator, and other assistance, as appropriate;
- As needed and with the appropriate federal agencies, coordinating international offers of assistance that meet acceptance criteria established by the District and the Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA) (excluding solicitation of donations to non-District government organizations); and
- Coordinating with ESF #5 (EMA) to provide information updates from all participating agencies to maintain essential information for the plan.

DCTs will coordinate through the Joint Information Center for the timely release of information by ESF #15 to the public regarding the needs of victims, agencies involved in public emergency relief, acceptable donations, volunteers, and readily available points of contact (POCs) to ensure appropriate and essential donations management.

B. Organization

1. Donations Coordination Team Leader

- a. The Serve DC DCT Leader and Volunteer Coordinator will serve as the liaison to the Consequence Management Team (CMT). Following deactivation, the team leader will continue to coordinate the DCT.
- b. The DCT Team Leader will have a clear understanding of the National Response Plan to ensure an appropriate interface with private resources.

2. Donations Coordination Team

The Donations Coordination Team is an operational team led by Serve DC and made up of voluntary agencies, community based organizations, and District social service agencies involved in distributing donated goods and/or utilizing volunteers.

- a. Membership for this team can include a representative from the following agencies:
 - Adventist Community Service;

- American Red Cross, National Capital Chapter;
 - Capitol Area Food Banks;
 - Catholic Charities, USA;
 - Church World Services;
 - DC Vision;
 - District Transportation Officials;
 - FEMA Donations Coordinator;
 - Greater DC Cares;
 - Humane Society;
 - Local and Community Organizations (as appropriate);
 - Lutheran Social Services;
 - Mayor's Office;
 - Mennonite Disaster Services;
 - National Catholic Disaster Relief Committee;
 - National Guard;
 - National Organization of Victims Assistance;
 - Salvation Army;
 - Southern Baptist Disaster Relief;
 - Volunteers of America; and
 - Other Disaster Relief Agencies (as indicated).
- b. The DCT *can* be organized into 5 sections:
- 1) Phone Bank Operations
 - 2) Donations Processing
 - 3) Resource Management (Logistics)
 - 4) Volunteer Coordination
 - 5) Media Relations
- c. Serve DC will establish and manage the Donations Coordination Hotline depending on nature of disaster, media visibility, early signs of collection drives, and level of calls being received by emergency management organizations.
- d. The DCT will activate a warehouse management system to hold all donations and shipments away from the disaster area.
- e. The DCT will work closely with ESF #15 to get clear and regular messages to the media, as well as conduct donations intelligence particularly by monitoring news sources for collection drives.
- f. The DCT may form a Volunteer Management Program to provide information on volunteer response to ESF #5. The DCT will inform the community of volunteer needs and opportunities, and the process required to volunteer.

- g. The DCT will obtain an active needs survey coordinated through the EOC.
- h. The DCT will prepare an after-action report identifying strengths and weaknesses in the team's performance.
- i. The DCT will provide continuous, ongoing training efforts to all team members.

C. Notification

1. If ESF #16 is activated, a Serve DC ESF Liaison Officer (ELO) will immediately report to the EOC. The team leader will then alert all public emergency donations personnel and volunteers and assume District-level coordination of donations as necessary.
2. Immediately upon receipt of information about the public emergency and upon notification of District Response Plan implementation, the Serve DC ELO will coordinate with ESF #5 to make response preparations.

D. Response Activities

1. Initial Actions

As part of the EOC activation, the CMT Director will direct the Donations Coordinator to initiate the following activities, as needed:

- Establish contact and begin to coordinate with representatives from established voluntary organizations;
- Work through existing processes and procedures for enabling non-established volunteer organizations to engage in supporting the response and contributing support;
- Ensure close coordination among regional relief center(s), staging areas, local EOCs, and federal organizations and agencies;
- Provide status updates and other information to ESF #5—Information and Planning, the Community Relations & Public Information coordinator, and the Executive Office of the Mayor (EOM), as requested;
- Establish a toll-free helpline to provide information and to provide a resource to enable volunteers and voluntary organizations to provide donations;
- For public emergencies resulting in the activation of the National Response Plan (NRP), coordinate with FEMA and federal donation coordination representatives, as outlined in the Volunteers and Donations Management Support Annex of the NRP;
- Establish an incident-specific donations plan;

- Work with existing procedures, forms, and records management systems to track the flow, quantity, types, and distribution of donations;
- Identify donations collection and distribution sites by coordinating with representatives of EMA located at the District EOC; and
- Produce reports concerning donation and volunteer activities. These reports are to be distributed to relevant District response agencies, including EMA, the Metropolitan Police Department (MPD), the DC Fire and Emergency Medical Services (FEMS), and the Mayor's Office.

V. Responsibilities

A. Primary District Agency

Serve DC—Serve DC will serve as the primary agency for managing donations during a public emergency. This is done through the Donations Coordinator working with government entities, voluntary and community-based organizations, the business sector, and the media.

B. Support District Agencies

1. **DC Public Schools (DCPS)**—DCPS will provide space/facilities and staff to support DCTs and for receiving, organizing, and distributing donations.
2. **Department of Corrections (DOC)**—Utilizing staff and selected, prescreened volunteers, DOC will help collect, coordinate, and distribute donations.
3. **Department of Employment Services (DOES)**—DOES, in cooperation with Serve DC, will manage issues related to the recruitment of manpower during a public emergency and will serve as the central clearinghouse for mobilization and referral of paid and unpaid workers. DOES, in coordination with all other critical agency liaisons, will work together to allocate critical manpower resources on a priority basis.
4. **Department of Health (DOH)**—DOH will provide information on the types of donations that would be most beneficial to assist victims during the disaster.
5. **Department of Human Services (DHS)**—DHS will work with volunteer organizations to coordinate the delivery of donated goods and services to shelters and to assist with FEMA procedures relative to emergency declarations.

6. **Department of Mental Health (DMH)**—DMH has established a Clearinghouse Communication Center for volunteers to provide mental health services for those seeking assistance. This clearinghouse also acts as a referral service for local community members seeking such support.
7. **Department of Parks and Recreation (DPR)**—DPR will provide space/facilities and staff to support DCTs and for receiving, organizing, and distributing donations.
8. **Department of Public Works (DPW)**—DPW will provide transportation assistance to support the DCTs or voluntary organizations in distributing donated goods and services.
9. **Emergency Management Agency (EMA)**—EMA will serve as a support agency managing requested resources. EMA manages the notification to Serve DC during an incident, as well as provides requests for volunteers and donated goods through ESF #5.
10. **Executive Office of the Mayor (EOM)**—EOM will conduct the community relations aspects of requesting donated goods for public emergencies.
11. **Fire and Emergency Medical Services Department (FEMS)**—FEMS will coordinate with Serve DC in managing donations, including notification when donations are about to be or have been depleted.
12. **Metropolitan Police Department (MPD)**—MPD will provide security at donation receiving and staging locations and provide escort assistance.
13. **Office of Communications (OC)**—OC will ensure that timely, reliable, consistent, and accurate information is made available to the public, affected communities, and other relevant parties.
14. **Office of Property Management (OPM)**—OPM will be mobilized during the public emergency to aid in warehousing and staging of donated goods and services.
15. **Office of the Chief Technology Officer (OCTO)**—OCTO will provide information technology and information management support to assist in monitoring and tracking donations.

C. Non-Governmental Organizations

1. **American Red Cross (ARC), Headquarters**—ARC will assist Serve DC and DCVOAD in donations management and distribution. The ARC will provide a referral to interested donors about drives, hotlines, or agencies that do collect donated items that can be warehoused. The American Red Cross will also work with Serve DC to recruit and train local volunteers as needed in a relief operation.
2. **American Red Cross (ARC), National Capital Chapter**—The National Capital Chapter of the ARC will assist in the donations management and distribution. The ARC will provide a referral to interested donors about drives, hotlines, or agencies that do collect donated items that can be warehoused. The American Red Cross will also work with Serve DC to recruit and train local volunteers as needed in a relief operation.
3. **Consortium of Universities**—Participating DC-based colleges and universities, as part of the Consortium, may serve as information and technical expertise depots for volunteers and staging areas.
4. **DC Volunteer Organizations Active in Disasters (DCVOAD)**—DCVOAD will establish a process for involving member organizations in the mitigation of, preparedness for, response to, and recovery from a public emergency.
5. **Salvation Army**—The Salvation Army will assist Serve DC in donations management, as well as open and operate food distribution centers needed as a result of a public emergency. They will also assist in identifying and implementing a strategic warehouse plan and will assist in managing warehouses.
6. **Other Non-Governmental Organizations**—The other non-governmental organizations (Adventist Community Service; Catholic Charities, USA; Capitol Area Food Banks; Church World Services; DC Vision; Greater DC Cares; Humane Society; Local and Community Organizations; Lutheran Social Services; Mennonite Disaster Services; National Catholic Disaster Relief Committee; National Organization of Victims Assistance; Southern Baptist Disaster Relief; Volunteers of America; University of the District of Columbia; and Other Disaster Relief Agencies) provide assistance, as needed, for the management of volunteers and donations.

D. Primary Federal Agency**Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA)—**

DHS/EPR/FEMA will assist the District through the National Donations Strategy, with participation by federal and District emergency management personnel assisted by private voluntary organizations. DHS/EPR/FEMA will serve as the primary federal agency for managing donations during a federally-declared disaster.

Upon the Presidential Declaration of an emergency or major disaster, under the authority of the Robert T. Stafford Disaster Relief Act as Amended, April 1999, the Department of Homeland Security will implement the National Response Plan. Initially, federal agencies will operate out of the FEMA Regional Response Coordination Center. Later, when the Joint Field Office (JFO) is established near the disaster area, the agency ESF representatives that comprise the Emergency Response Team will be in the JFO.

E. Other Federal Support Organization

District of Columbia National Guard—The District of Columbia National Guard will support the safe collection and distribution of donated goods and services.

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